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TO THE SELECT COMMITTEE ON THE UTILIZATION OF EDUCATIONAL FACILITIES

WEDNESDAY, JANUARY 26 1972

Introductory Remarks:

Hon. Robert Welch, Q.C., M.P.P. for Lincoln

Minister of Education

Provincial Secretary for Social Development

To:

The Select Committee on the Utilization

of Educational Facilities

Committee Room No. 1

Main Parliament Buildings

Toronto, Ontario.

Wednesday, January 26, 1972

10:00

Mr. Chairmen, Mrs. Birch, Gentlemen:

It gives me great pleasure to appear before you this morning, for the existence of this select committee reflects an increasing public interest in the greater utilization of school facilities.

There are, of course, many excellent examples of how school plants are already making valuable contributions to the life of the communities they serve. These involve such things as evening and weekend learning and recreation programs, and the joint participation with municipal recreation departments in the funding and operation of such facilities as swimming pools which are in use both during and after regular school hours.

I am sure you would agree with me that these are the kinds of programs that already achieve the goals we would like to see in every school in this province.

In this connection, I would like to outline for you this morning the work of three task forces that have been active within my Department for some time. These include a report on Community Involvement in Schools, the Year-Round Use of Schools, and the Joint-Occupancy Use of Schools. This last mentioned committee has provided a general statement which deals with the topic in broad terms prior to the publication of a brochure at the end of February in which the issues will be discussed in depth.

These reports involve three separate aspects of a single concern--that of increasing the potential use of educational resources in Ontario. Although there are several areas in which these reports share common ground, they are intended as independent studies investigating various aspects of this field, and after considerable scrutiny will be used in the development of future departmental policy.

They relate directly to the task that has been assigned you, and I hope they will assist you in your deliberations. Your busy schedule over the next month, which I note will take you to many areas of our province, reflects the seriousness with which

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you are undertaking your task, and I am sure will lead to recommendations that will not only benefit our educational system but also serve to enrich the lives of those not traditionally associated with our schools.

The Task Force Report on the Community Involvement in Schools states that public involvement in education is likely to increase in the next decade. This will require responsive innovation in such areas as increased community-school planning, hours of availability, program scheduling, community program offerings, joint projects, and facility planning.

As this concept is adopted, the educator will need new skills of human relations in order to work with a wider range of individuals and groups. As more and more people from every part of the community relate to the school, the effective communication of ideas will become essential.

As community involvement in schools increases, there will, of course, be a corresponding rise in demand for people trained to work with the community. Teacher education will likely develop a growing emphasis on the community and in all likelihood more in-service opportunities will be offered for teachers and principals to increase both their skills and their knowledge of community-school activities.

Some school boards already appoint individuals to work with the community and more will likely do so in the future. Such community service personnel may be teachers, social workers, community development officers, recreationists, or agency workers with training in social service activities.

Schools may well differ from the past in the matter of both hours and style of operation. They may be open 24 hours a day with a number of community groups offering programs to those who are free to attend after shift work, very late at night or in the early morning, as well as programs throughout the day. Year-long operation will likely be more widespread with year-round community involvement.

As the citizens become involved in the life of the school in ways appropriate to the community, great potential for education in the broadest sense will be realized. The community school will lead educationally to a fulfillment not approached since the school formed the hub of each pioneer community.

The Youth and Recreation Branch, along with other branches of my Department have, over the past few years, initiated conferences, seminars, and workshops designed to examine ways of increasing the use of schools by the community.

The results indicate that many municipal recreation departments and other agencies now have excellent cooperative agreements with their school authorities to encourage this type of development. The use of these facilities has permitted a significant increase and participation in community recreation programs, and has provided excellent facilities at minimum cost, in that community centres and other recreational facilities did not have to be built to serve the needs of the public.

I would also like to present, for the Committee's information, the Report of the Study Committee on Recreation Service in Ontario which I had the pleasure of tabling before the members of the Legislature last year. Although the Report covers the full spectrum of recreation services in Ontario, there are many significant sections that deal with the responsibility with which you are charged.

In the fall of 1970 the Youth and Recreation Branch of my Department circulated a questionnaire to the school boards of our province relating to their programs for the community use of schools. The material collected is to be analyzed and presented in a later report, but conculsions reached by the Task Force, after a review of the information, indicate that most school boards have not only reviewed their policies with respect to the use of schools by the community, but that the majority of them have also developed written policies in this regard.

Consultants from the Youth and Recreation Branch, working in close cooperation with boards of education in many parts of the

province, have assisted in developing the concept that not only should the school provide facilities for community use but it should also initiate and develop programs to meet the needs of the people and the neighbourhoods which they serve.

The branch, using staff resources and funds, has assisted in developing cooperative community school programs in Thunder Bay, Sault Ste. Marie, Windsor, Owen Sound, Grey, Waterloo, Hastings, Leeds and Grenville counties, Peterborough and St. Catharines.

Another facet for consideration under the heading of greater utilization is the question of the year-round use of schools as an education facility. The Task Force on Year-Round Use of Schools has been making an intensive study for some considerable period of time. The committee has investigated various plans which have been tried out in both the United States and Canada.

In the current educational climate, interest in adaptations of the year-round or extended use of schools continues to burgeon in both countries. Economy is, of course, the most frequently quoted objective. However, further studies of the situation reveal that curriculum improvement becomes the actual basic objective in the majority of cases. The improvement and enrichment of education for all pupils is another motivating factor.

The year-round school has both advantages and disadvantages. These, as reported to the Task Force, as contained in the documents I have placed before you this morning.

A number of our sister provinces have undertaken similar studies, but both here and in the United States the most common stratagem employed by school boards for extending the school year is the traditional summer school program.

And finally, Mrs. Birch and Gentlemen, there are a series of studies which have been undertaken by my Department's architectural services section that relate directly to your task.

As far back as 1968 this section was involved in the consideration of a series of papers dealing with community schools.

These surveys are now out of date, but would, I believe, serve to illustrate that a substantial increase in the number and scope of shared-use agreements has taken place since that time. Municipal recreation councils, social agencies and school boards have developed cooperative techniques, somewhat in advance of those which existed in 1968.

The current concern of this Task Force, which has substantial representation from the architectural service section of my Department, is to consider in full the concept of shared site development and its associated reduction of public investment in land, the organic relationships between academic facilities and emerging communities, and increased involvement and access to community education.

I can assure you that in my role as Provincial Secretary for Social Development I will have the opportunity to examine these and other related issues in much greater detail.

If I may, I would like to bring to your attention two examples where Departmental cooperation and community participation will result in the greater utilization of school facilities.

The first is in Metropolitan Toronto, and I refer, of course, to the Kensington Community School. In design, this school is the product of a special committee that includes a number of people from the community in which the school is to be built. The Department has expressed keen interest in this project and has provided the means whereby the building is assured of adequate financing.

The other example is some 900 air miles to the northwest, and I am speaking now of the Ogden Public School in Thunder Bay. This project is a fine example of joint planning, and was supported enthusiastically by the department both from a grant-sharing and from a planning point of view. In Thunder Bay, the School-Parks-Recreation joint organization has endorsed the "lighted-schoolhouse" concept and has actively promoted community use of schools and recreation facilities. Neighbourhood associations are also participating in the development of this school.

These, of course, are simply highlights from the more detailed reports which are being presented at this time, and merely give an outline of the many and varied activities undertaken by my Department in your area of interest. At this point, I would now like to introduce to the members of this select committee the authors of the documents to which I have referred, so that you may have the benefit of their understanding of the philosophy and findings communicated in their reports.

As Minister of Education, I am very pleased indeed by the thorough and imaginative way in which these individuals have carried out their investigations, and I trust that you will find them helpful in answering whatever questions you may have at this point in your deliberations.

Task Force on Community Involvement in Schools

Members:	W.W. Coulthard, Executive Assistant to the Assistant Deputy Minister (Chairman)
	Miss Shannon Rowe, Leadership Training Program Consultant
	Dr. Joan Bowers, Assistant Superintendent, Special Education
	W.E.P. Fleck, Assistant Superintendent Curriculum
	R.A.L. Thomas, Assistant Superintendent Supervision
	J. Martin, Coordinator, Regional Business Administrator, School Business Administration Branch
Date Task Force Formed:	August 13, 1971
Date of Meetings:	September 10, 1971
	October 12, 1971
	October 14, 1971 (visitation)
	November 2, 1971
	November 3, 1971
	November 4, 1971
	November 29, 1971
	November 30, 1971
Date of Report:	December 7, 1971
Terms of Reference:	To study the involvement of the people of the community in the life of the school.

Task Force on Year-Round Use of Schools

Members:	G.H. Waldrum, Director of Supervision (Chairman)
	J.K. Crossley, Director of Curriculum
	R.F. Lawton, Superintendent, Architectural Services Section
	F.S. Wilson, Superintendent, Grants Section
	Miss G.R. Munnings, Assistant Superintendent, Supervision
	W.G. Chatterton, Assistant Superintendent, Supervision
	J.G. Davis, Assistant Superintendent, Curriculum
	K. Telfer, Program Consultant, Senior Education, Region 8
Date Task Force Formed:	April 5, 1971
Date of Meetings:	May 19, 1971
	June 11, 1971
	June 25, 1971
	September 14, 1971
	October 13, 1971
	December 13, 1971
	December 30, 1971
Date of Preliminary Reaction Report:	Planned for end of January, moved ahead to January 26 for presentation to the Select Committee on Utilization of Educational Facilities.
Terms of Reference:	To study the possibilities of year-round use of schools for Ontario.

Task Force to Study the Joint-Occupancy Use of Schools

Members:

R.J. Stirling, Research Architect, School Business Administration (Chairman)

J. Davis, Assistant Superintendent, Curriculum

A. Gamble, Assistant Superintendent, Supervision

L. Kentridge, Architect

K.D. Munroe, Director of Education, Ontario County Board of Education

S. Rumm, Building Project Developer

J.W. Storey, Assistant Regional Director, Region 8

Date Task Force Formed: December 1, 1970

Dates of Meetings:

December 10, 1970

January 20, 1971

February 18, 19, 1971

April 30, 1971

June 23, 1971

September 8, 9, 1971

October 15, 1971

Date of Report: End of February, 1972

Terms of Reference: To examine the liabilities and benefits associated with three principal types of joint occupancy -

1. Leasing of land by a school board to a joint occupier.
2. Leasing of air rights over a school to a joint occupier.
3. The construction of schools under a condominium contract and law.

Preliminary Report of the Task Force to Study

The Joint-Occupancy Use

of Schools

The concept of shared site development and its associated reduction of public investment in land, the organic relationships between academic facilities and emerging communities, and increased involvement and access to community education have been studied by the task force.

The recent restructuring of government to bring together Health, Housing, Social and Family Services will now make examination of these and other related issues infinitely more feasible and relevant.

The report of the task force, which is now approaching completion, examines the benefits and liabilities claimed and related to, various forms of Joint Occupancy for schools.

Joint Occupancy as defined in the report, refers to the development of school facilities in combination with forms of private development, principally for the purpose of securing additional revenues for the educational agencies.

Therefore, the body of the report does not bear directly on the question of utilization of facilities. However, two issues that are raised may be of relevance.

The first issue concerns the nature of the agreements that would be entered into between a board and a developer or co-occupier. There is evidence to suggest that such agreements, (and particularly if the agreement was made under condominium law and contract) could establish a preferred relationship between a board and the condominium (or co-occupier) community with regard to the use of the school facilities. The report has therefore simply recommended that such agreements must not inhibit wider community use of school facilities.

The second issue reflects the concern of some communities and some educators that traditional methods of planning and constructing education facilities have created a visual impression of withdrawal from the mainstream of society. Forms of Joint Occupancy have been credited as one means whereby such impressions may be ameliorated or even removed. The extent to which the

proximity of education facilities, to other categories of urban development would either inhibit or promote communication and involvement between what education can offer and what communities appear to need or want, remains to be discovered.

Another study, currently underway, suggests that the potential of cablecasting as an educational and community communications tool is immense. The regionally located community college campuses in Ontario provide one major means of achieving the potential of these media.

Given the existing TV networks, cable grids and the CRTC's objective of achieving more Canadian character in TV programming, the community colleges' ETV studio facilities and cable TV's desire for local origination, it is feasible that the individual community colleges could prepare program material of educational and local interest and encourage local bodies and organizations to do likewise.

In addition, community colleges could cooperate to create program material of a wider provincial and national interest.

In short, the community colleges would become the ideal communications link for the communities they serve - one in which the community can serve an active role.

The study will also consider the question of control of such a venture and means of financing and developing the concept, and this, in fact, could become a form of joint use of educational facilities which could benefit both education and the community.

Report

of the Task Force

on

Community Involvement in Schools

TABLE OF CONTENTS

Rationale

The Involvement of the Community with the School

Some Developments in Ontario

People and Involvement

Financial Implications

The School as a Facility

Facilities

Joint Use of Schools

Likely Directions in the Future

Appendix A Sample Board Policies

Appendix B References

Rationale

The links between school and community in Ontario date back to the early days of public education.

In the days of the one-room school, the building was used for many purposes, social, cultural, and political: often, in fact, it was the only structure in the community capable of holding a majority of local residents at one time. Facilities of the schools of those days were minimal but the demands of the community were correspondingly modest. In a day of restricted population movement, citizens felt close ties with the school that they and their children and possibly their grandparents had attended in turn and that they all attended together on such occasions as Christmas concerts and euchre parties.

Today, the school is typically a large building with an impressive array of sophisticated facilities to meet the needs of present-day children and youth. The community is larger, the population more mobile than in the past, and the school population changes to a much greater degree than in former years. In some large communities the school is seen only as a building open during the day for children. This situation is, of course, variable from area to area: in some communities, night schools offer programs; in other communities schools are open as well to community groups, who use the school facilities. By and large, however, school and community are distinct entities. Nowadays, in large counties, while the parents live near the school, the trustees are from a widely dispersed geographic area and the administration is at a distance from many of the schools. The teachers frequently live a considerable distance from the communities where they teach, thus further limiting opportunities for continuing communication with the community. The average parent regards the larger system, of which the school is a part, as generally remote from his purlieu.

The relatively few exceptions to this detachment may, however, be the beginning of a trend. Schools have begun using surrounding communities as learning resources, and have offered their facilities for night schools or recreational activities.

Response from the people for widely based community involvement has been slow in articulation but recently, many a community has begun to renew the traditional bond of interest between the school and the people so that we now see emerging a community school concept.

This third way of looking at the community school concept is the focus of this report: that is, the involvement of the community in the life of the school. Issues related to this focus will be raised with the hope of beginning a dialogue among school, community, and Department of Education.

The Role of the School

As a central community institution, the school was primarily designed for children and youth, as a place in which education was thought to take place. The difference between schooling and education is not too clear but the school divorced from the community and the world (the isolated classroom) seems to be closer to the idea of schooling than to education. To define education is not the purpose of this paper, if indeed, such a thing were possible.

Education, however, can be described as encompassing a large number of human activities, some of which take place in a school building. The community is involved with the program and its involvement is reflected in activities of the school. Thus, the role of a modern school could be described as a facilitating one, in which, through open channels of communication the needs of the community are expressed and are incorporated into the program of the school. This new role brings with it a need for more mechanisms through which community priorities can be channelled. The overtures must come from both school and community. At present, there is a need for the community and parents to re-think what they expect of the school and what their place in it will be.

Community Concerns

It has been said that one truly cares about the school system only when one has children in it but the citizen is concerned increasingly that schools meet their obligations both to the children and the community.

There is a need to define on both sides what these obligations are. The community investment in education has become a concern to the investors. Thus, community involvement may have to go beyond parents' nights, interviews with teachers, and school concerts to encompass those agencies, groups, and interested people whose voices need to be heard.

Priorities

Until recently, priorities were set by the school system, for the school system, with the involvement of school people at local and provincial levels. Community involvement suggests that local people have a contribution to make in terms of information and expectations in all aspects of the school life.

The Educator

Traditionally, educators, like other professionals, have been regarded as solely responsible for their professional practice but recently, people in the community have become more knowledgeable about their society and desirous of making a contribution. Such a desire to participate, however, is often amorphous; it needs to be met by helpful co-operation from educators. In fact, where response is forthcoming, it might not be too much to say that the educator in alliance with the community may be on the verge of a new direction for the whole educational enterprise.

The School

There is nothing so dead and dreary as an empty school. It is people, both children and adults, who make it live. The school resource needs people to make it work. It is not a repository of information like a museum or a store window. In reality, it is a place full of life where human interaction benefits all. The community involvement in the life of the school provides a meeting place for all ages, occupations, and interests. The notion of community involvement opens opportunities for learning not only by students of traditional age but by all those desirous of learning.

Many school buildings have valuable facilities for recreation; some offer a vast array of other learning opportunities with facilities in home economics, art, music, sewing, technical shops, science laboratories, theatres, and closed-circuit television.

With these facilities and with respect on both sides, school and community may join to offer an atmosphere for learning. The greatest benefit is the encouragement in the community of a positive attachment; a feeling of belonging and a shared identity with the school.

Within the foregoing rationale, this paper will raise issues for consideration and comment concerning the community school.

The Involvement of the Community with the School

Objectives

So far, this report has indicated a general but undefined trend toward community involvement in the schools. If educators can analyse and direct this trend in productive channels, a promising future may be predicted for Ontario education. To achieve this, however, the educator should have a clear idea of where the trend is taking the school and why.

The first criterion ought to be a natural growth: the school that becomes a community focus should do so because of a natural development rather than because of artificial forcing. For such a natural feeling of unity, there ought to be:

(1) an expressed desire on the part of local citizens to utilize the school as a community resource;

(2) a compact body of potential users within a reasonable radius of the school;

(3) a large enough group of interested citizens to warrant the formation of a class or club;

(4) the appropriate facilities in the school;

(5) willing and capable leaders in both school and community.

Once the need is established, educators should decide the ways in which they can accommodate the new circumstances. Objectives in schools with community programs at present vary from passive to active: that is, from schools that do not initiate community involvement but respond to specific requests from the community, to schools where principals have actively sought community support both as a resource and as an ally in school decision making. While both extremes can be found at present, the ideal probably lies somewhere in between. In either case, the school should be able to respond to the needs of the community and at the same time utilize the community as a resource; only with such a balance can real interaction between school and community occur.

Even with a need established and a broad objective to achieve balance, the educator must clearly define the objectives

of a community program before taking part in one. The following objectives appear to be fundamental for any such program.

(1) The optimum education of the students attending the school through:
   a. dialogue with the community leading to school programming that reflects community interests and needs;
   b. provision of volunteers to assist the school staff to meet its objectives;
   c. use of human and physical resources outside the school;
   d. improved understanding that leads to support for the schools from an informed citizenry;
   e. improved school physical resources as a result of shared use of facilities.

(2) Provision of opportunities for all citizens of the community to make use of the school facilities for educational, recreational, and cultural pursuits.

(3) Maximum utilization of existing school facilities.

(4) A community populace richer in social, recreational, and cultural skills.

(5) Reduction of the isolation felt by some citizens.

(6) A variety of activities to occupy the increased leisure time available to all citizens in the area.

The School Community

In practice, the concept of community appears to vary depending upon the type of school, the type of physical community, the philosophy of the principal of the school, and whatever services and facilities are available in the community.

In many schools the definition of community is limited to the parents of the students who attend the school. Because of the obvious personal interest that parents have in the education of their children, the principle is now accepted that the school must keep them fully informed of new developments in the program offered in the school and, at the same time, involve them wherever possible

in the decision-making process affecting curriculum. Some attempts are being made to develop the concept of community school in a family of schools involving a secondary school and its related elementary schools. This is likely to be more easily done in urban areas where all schools are in reasonably close proximity but highly successful programs exist in a number of rural areas.

A significant number of schools have already adopted a wider definition of community to include both people and physical facilities in the geographical area served by the school. This broader definition encourages the use of learning resources outside the school by students and teachers. It encourages teachers to bring members of the community into the school as resource persons. It also requires that the school relate the aims and objectives of its program to a wider spectrum of the community than the parents. This would obviously include local business and industry from their point of view as employers.

Virtually all schools have been viewed for some time as a physical resource for use by the community although the degree to which such use occurs varies widely. Use includes night-school programs, recreation programs in gyms, pools, and other athletic facilities and meetings of community organizations such as Cubs, Scouts, Guides, Brownies, service clubs, and political organizations. It should be noted however, that, until quite recently, virtually all such programs took place entirely outside of regular school hours. There is now a definite trend toward the use of facilities during regular school hours, provided space is available.

The application of the community-school concept to all schools creates a dilemma for the secondary school in terms of the school being a resource to the community. This is caused by the fact that the area served by the secondary school covers the areas served by perhaps a half dozen elementary schools. The elementary school, because it typically serves a much smaller area involving far fewer people, seems to offer a more natural focus for community school activities. This is especially so of small rural communities which may have a local elementary school but no secondary school.

Some Developments in Ontario

I - A School in a Large City

Based on the philosophy that the school and the resources which it represents cannot be separated from the community which it serves, a school in a large urban centre set out to serve its community. This service took a variety of forms. One was a co-operative effort to develop a school curriculum relevant to the students in attendance. The school was also made available for use by the children, youth, and adults of the community to engage in a wide variety of cultural, recreational, and educational pursuits. An important part of the plan was a Community-School Advisory Council composed of representatives of agencies operating within the community, some resident-users of school facilities, and educators; the council developed the program and, where possible, provided supervision and staff.

In operation since 1967, this program has expanded each year since its inception. People closest to the program report that it has drawn the community and the school closer together, has developed skills among the local people and the educators alike, and has given the residents a more positive image of their community and themselves.

II - School Facilities Built in Co-operation with the Municipality

In one Ontario city the school board and municipal council co-operated in the planning, financing, and construction of a facility which includes a skating and hockey arena, a large gymnasium, a multi-purpose room with stage, a wood-working shop, two conference-work rooms, and the regular school accommodation.

The enlarged facility has made it possible for a volunteer group to provide a program for pre-school children and their mothers. During the regular school day, the school benefits from a superior physical facility and, after school hours, the students and community residents have access to this resource.

III - A Country Board of Education Supports Community Involvement

Since the formation of the larger units of administration, all the schools in one county have been expected to establish close links with the communities which they serve. This is encouraged by a board policy that permits free use of schools by non-profit community groups.

Some schools moved toward community involvement and felt that the need for assistance, mainly in the form of facilitation. Assisted through a pilot program of the Department of Education, a co-ordinator of programs has been engaged to work with school and community groups to develop programs that meet the particular needs of each school community. With his help, community school programming is expanding throughout the county. The various programs that have emerged reflect the particular communities in which they are offered. In this sense, co-ordination has not been synonymous with conformity.

IV - A School in a Small City

An elementary school in a small Ontario city has moved toward community school programming. Feeling itself to be cut off geographically from many of the cultural, recreational, and educational resources of the city centre, the school opened its doors to the community in an effort to fill this need. For example, the school library, supplemented by books suitable for adults and pre-schoolers, has been opened on selected evenings each week to provide a service to local residents of all ages. During certain school hours, mothers are encouraged to bring their pre-school children to the school for story-telling hours. While the children are engaged in the library, the mothers are welcome to use the school gymnasium for a slimnastics program. The school has encouraged non-profit community organizations to use its facilities. The principal reports benefits in terms of both academic gains and improved community morale.

V - Developments in Some Secondary Schools

The majority of secondary schools in Ontario are already used for night-school and recreation programs in the evenings and on Saturdays. In the majority, teachers and administrators are also becoming aware of the need to keep the community informed of developments in the school in order to obtain community as well as parental support. Many secondary schools make arrangements for students to spend part of their time out of school in a work-experience program involving local business or industrial establishments and linked to the school's courses in which the students are enrolled.

To date, only a few secondary schools have allowed adults from the community to play an active role in the regular school program. This active role occurs in several ways. It includes use of volunteer assistants in the school in the office, library, or classroom and also of volunteer social workers and counsellors, participation on parents' advisory committees, and acceptance of adult community members as students. This latter activity has started in some secondary schools and is called a mature students' plan. Adults in the community are invited to come to the school to take any courses they wish where space is available. In one school, over 60 adults, many of them parents of students in the school, attend classes daily to take one or more subjects. Some of them stay on for an hour or so to assist the school staff in a variety of ways. Principals who have tried this plan feel strongly that the participation of adults in a class with young people provides models of mature behaviour and ensures that a significant group of adults in the community will tend to feel a commitment to the aims and objectives of the school.

People and Involvement

With the recent emphasis on individual growth and opportunities in education, there has been a corresponding demand for an evaluation of the methods and patterns of organization of community programs to provide opportunities for adjustment and change where necessary. The institution most closely associated and identified with such programs is the school. Frequently, by training and responsibility, educators have lacked opportunities to develop skills in working with those outside education toward the achievement of mutual community goals. Community schools that do not provide rich programs involving local people sometimes lack an emphasis on community life or development toward community self-sufficiency.

The Principal

The key person in the development of any relevant concept of the community school, is, of course, the principal. Where there is personal and professional security, and the belief in teaching as a humane activity, the principal is sufficiently flexible to develop, change, and adjust as needed within his jurisdiction. The community school principal is one who willingly goes out of his school to meet community groups, interested citizens, and community organizations. He encourages the community to come into the school on an almost casual basis, according to its need, by fostering an atmosphere of openness and easy accessibility. In an open policy, the principal makes a commitment to increased communication with the community, involving all the joys and sorrows that this implies.

If the principal, by law or tradition, is held responsible for the conduct of all the activities that take place in his school, then two questions seem appropriate. The first is: Should he be prepared to put trust and responsibility (for the activities that go on in the school) in the hands of other people, both educational professionals and the community? The second is: Should he be ready to provide guidance and encouragement to his community, as information regarding his policies and problems?

He may be a principal with a belief in the involvement of interested citizens, and may, in fact, have created channels of communication by instituting a community council to advise the school and to aid decision-making. Administrative or decision-making decentralization of any institution, however, should not be taken as synonymous with community participation or community control. Decentralization can facilitate community participation by locating the decision-making group close to the source affected by decisions (the school), but it is no guarantee of community participation. In some instances, indeed, a decentralized body which lacks real and sufficient decision-making authority merely frustrates members and can lead to apathy or revolt, two equally undesirable alternatives.

The changing role of the principal, reflected in his importance in the success of any school community enterprise, has a number of implications, some of which relate to: the importance of new relationships that require skills in dealing with others in an open, communicative way; the benefits that accrue to the school and staff who can grow and work with the community; and the extent and nature of a principal's orientation and education for community involvement.

Teacher Preparation

How should teacher education be influenced by a community involvement focus?

An increased emphasis on community involvement may be necessary in order to cope with the urban community, with racial and ethnic community aspirations, and with poverty, both is causes and cultural implications. More attention will need to be paid to all types of deprivation of the child and the community.

In the past, teacher education often carried the assumption that the teacher's knowledge was the prime factor in his success. Today, other qualities are perhaps equally important; as William James said we teach what we are. Obviously, the teacher's attitude toward himself and other people conditions his behaviour to a large extent. Knowledge can be acquired through books and the facilities

of institutions but the process of living may be the greatest source of an education. It can be argued that a prospective teacher needs to spend some time relating to adults, groups, agencies, and the community at large to gain a larger perspective of the school's role in the wider world.

The Teacher

Some teachers feel possessive of their facilities and equipment, and may feel threatened by outside contact, and/or wary of control outside the educational process; such individuals need encouragement and support achieved, perhaps, through successful relationships with the community. A fair, stable situation in which the teacher can work implies that teachers are informed, involved, and certainly exposed to the ramifications and expectations of the community involved with the school concept: only in this way can they contribute both their commitment and expertise.

The new role of the teacher could be seen as completing the cycle and taking him back to the role of the teacher in the early days of public education, when community and school were more closely linked. His knowledge of programs and agencies other than his own will help him to select and utilize the facilities, activities, or persons to enhance the educational experiences of his students. His role will represent a key position in the development of the sense of community in his students and in the parents with whom he works.

It is important, even vital, that teachers have enough involvement and sufficient information to feel secure with parents, volunteers, or paraprofessionals, and as members of an advisory or decision-making council within the school. Still unexplored in the educational process is the area of information available to children from fathers, mothers, siblings, peer group, and others. The community-oriented teacher will be in a position to bring such persons into the school and to help them develop skills in working with children and other people and to enrich the whole educational experience.

Inherent in any system that strives to develop responsible action and commitment by individuals is a process of skill acquisition, growing self-confidence, and the assurance that comes with trust. As a consequence, teachers who are to develop such competences will need opportunities to learn leadership and human relations skills and to have available an array of appropriate professional development opportunities.

The new role will be a demanding one, often frustrating but sometimes spectacularly gratifying. Because of its implications in terms of changes in classroom method, adjusted school as a community relationships, and more intense and frequent involvement with aspects of the larger community, the teacher may be considered to have an even more full-time position than ever.

A major factor in the success of any community program will be the selection of appropriate staff, who can help the community to identify needs, to isolate problems, and to implement solutions related to community-based programs. Through either the actual program of the community school or through the initiation of programs and opportunities through other agencies and institutions, the school can play a facilitating role.

Financial Implications

A few years ago, the normal reaction by a school board to the introduction of a new program or an improvement to an existing program was....Fine! - How much is it going to cost and how much grant can we expect to receive?

It was not uncommon for the Department to offer stimulation grants to school boards to cover all or part of board expenditures for everything from the purchase of milk to the construction of Technical and Vocational Schools in order to stimulate interest in a particular program. Under the enlarged county and district school board organization, more is heard of planning by program and expenditures on a priority basis. It is deemed desirable to have grants given to school boards so that they can spend the monies received in accordance with their own particular needs.

One problem facing the board today is that it is no longer possible to continue to stack the cost of new programs on top of the cost of existing programs. This means, as many boards are finding out, the necessity of evaluating existing programs with the intent of freeing dollars for programs enjoying higher priorities. Consequently, if costs are incurred for a new program in addition to those normally associated with the day-to-day operation of a school system, funds must be found within the per-pupil expenditure ceilings.

Evening Courses of Studies

Ontario Regulation 191/70, Section 12, provides authority for a board to establish evening courses of study. The courses to be offered, the number of sessions, and the length of time per session are all determined by the board.

School boards record the attendance of these students on class registers provided for this purpose. Provincial assistance is provided in the same manner, as if the student were in regular day-school attendance, except that, since he attends on a part-time basis, his total attendance is converted to the equivalent of full-time attendance.

The School as a Facility

To date, relatively few schools in Ontario have been designed with the needs of the community (other than the school-aged children) in mind. For the most part, community programs have developed in schools only where the facilities which were designed for the use of students happened also to fulfill a need for the community at large.

In the design of both elementary and secondary schools, there has been a tendency in recent years to make sure that such facilities as gymnasia, auditoria, swimming pools and, to a lesser degree, libraries are readily accessible from the outside of the building. Traffic patterns are planned so that these facilities can be more or less isolated from the rest of the building. In many cases, gates are provided across corridors so that the isolation can be in fact absolute. Such physical arrangements contribute to the feeling that only certain parts of the school are for community use while the remaining portions are out of bounds to all except the students and teachers of the school. This feeling tends to discourage a broadly based community involvement.

A recent trend is the development of the so-called purpose-built school. In the context of community schools this term is defined as a school built throughout with a view to its use by the entire community as a vital resource and learning centre. This phenomenon is not yet under way but the concept is being seriously considered and plans are going forward in a number of Ontario communities, particularly in high density urban areas.

Facilities

Use of Facilities by Community Organizations

The use of school buildings for evening activities and the use of classrooms and recreational facilities by community organizations have expanded to the point where some buildings are as active in the evenings as they are during the day.

In the past, it was reasonable to assume that, since the school was under the administrative jurisdiction of the school board, all expenditures related to its operation should be paid by the board.

There is often much displeasure when a fee is levied by a board. The public believes that the school is a public building and that facilities whould be provided for the public at no cost.

Now that boards are becoming more accountable and are being called upon to justify their expenditures, it is understandable that they are concerned about such additional costs.

The costs of building maintenance have increased in recent years and these costs are not as easily covered as once they were. In large complex buildings, cleaning and maintenance routines are a major consideration.

When a board develops its policy for community use of buildings it generally classifies prospective users into categories:

1. School-related Activities: Home and School/or teacher groups;
2. Youth groups: Guides, Scouts, Cadets;
3. Parent, recreation, and other non-profit groups;
4. Individuals and other organizations with a profit-making motive.

Generally, school boards have been generous with the use of buildings and equipment and have developed policies, established conditions and regulations, and set fee structures. The boards generally do not charge non-profit-making, community organizations. One concern of the school board is the use and care of its facilities and interruptions to the normal maintenance and care-taking programs, which require the employment of additional personnel.

Fees are charged in most cases to profit-making organizations or non-community groups. The fees vary depending on the area used, the time required to set up and dismantle before and after the activity, the furniture and equipment used, and the care-taking and supervision required.

Joint Use of Schools

There are many instances where agreements have been reached by a municipality and a school board in the provision and use of community facilities.

A popular form of agreement is one in which the municipal recreation authority has agreed to lease facilities from the school board. The fee charged covers the cost of care-taking and maintaining the building, while the municipal recreation authority is responsible for facilitating the use by various community organizations of the available accommodations after school hours and on week-ends. Night school and normal school use are excepted, of course.

More recently, there has been an increase in the number of joint municipal school board projects where the board provides the gymnasium and change rooms and the municipality provides the swimming pool and related areas. The result can be a recreation centre. Under these circumstances, it is necessary for the school board to sell a piece of the school site to the municipality. As noted earlier, an agreement between the board and the municipality is reached, whereby the board receives a fee to pay for care-taking, maintenance, and services provided for the part of the building owned by the municipality.

An interesting example of the joint-use concept is the case of the drama guild that offered to pay for the cost of enlarging the stage and related facilities in a school where an addition was planned. In this case, title remained with the board, but an agreement permitted the guild the use of the auditorium.

As day care centres for young children become more widely required, more joint use of facilities will be experienced. Indeed possibilities for sharing of facilities between school boards and the municipalities are being explored.

Likely Directions in the Future

1. Public involvement in education is likely to increase over the next decade. The tide of increased citizen concern expressed to institutions will grow, regardless of the educators' wishes. Where institutions are able to respond to public desire for involvement, however, change will take place in a desirable way. Where channels are not open, frustration and anger can be the result. Community councils, Home and School groups, and planning committees can provide the necessary channels.

2. Populations will continue to be mobile and the school can expect communities to lack the stability, homogeneity, and permanence that once characterized our society. There will be a growing sophistication and generally higher national educational levels. New ideas and changing attitudes can be expected to threaten the status quo and basic assumptions will be questioned. What was thought to be radical yesterday will be orthodox today, and old hat tomorrow. Responsive innovation will be demanded in such areas as greater community-school planning, use of time, program scheduling, community program offerings, joint projects, and facility planning.

3. As the public becomes more involved with its institutions, and in this case education, higher levels of competence and responsibility will be expected of educators by the community. The people who become involved in school life will have expressed needs requiring educators to learn new skills to accommodate themselves and their institutions to changing circumstances.

4. In the past, education acted in response to community needs as they were perceived. Yet the educational expertise of some school people has tended to act as an impediment to communication with the laymen. This has been the case in medicine as well as in law. The citizen is now demanding greater participation and a more immediate response to his

needs from the experts arrayed to aid him. The phenomenon of consumerism, which began in the middle '60's to influence the business sector, can be expected to encompass the professional sectors of law, medicine, and education. In effect, the school will need to accommodate user demand to a much greater degree than has been the case. Indeed, notions of who is a school user will be broadened in the future to include a much larger segment of the community.

5. Available finances and expenditure will be based on social imperatives. Education will need to line up with all the other institutions and agencies requiring resources. Under such circumstances educators will need to make trade-offs of expenditure to accommodate the most pressing priority among a number of competing priorities.

6. Educators will become involved in the community process and will need to understand the community political scene more than they do at present. In using the word political, partisan politics is not suggested so much as local patterns of influence, authority, and power, which with wider citizen involvement will be more and more evident. Conflicting demands, contradictory positions, and strident voices will be heard. The school people will need to realize that managing conflict and dissonance will often take place in a political climate through a political process. Educators who have acted in a narrow political context and range will be faced with much more broadly based political activity in this sense.

7. The educator will need new skills of human relations in order to work with a wide range of people; communication of ideas will be essential. The schoolman in the past communicated with his class or his colleagues topics well understood without a great deal of communication. As more and more people from every part of the community relate to school however, the need for communication will increase. Knowledge of different media, how they work, and how to relate to them will be a valuable skill needed by the educator when explaining programs, community progress, and issues about which the community wants and needs information.

8. As community involvement in schools increases, there will be a corresponding rise in demand for people trained to work with the community. Teacher education will include an emphasis on the community, its needs, and the ways of working with it. In addition, more in-service opportunities will be available for experienced teachers and principals to increase both their knowledge and skills in community-school activities. Some school boards already appoint individuals to work with the community and more will likely do so in the future. Such community service personnel may be teachers, social workers, community development officers, recreationists, or agency workers with training in social service activities.

9. Schools will differ from the past in the matter of both hours and style of operation. They may be open 24 hours a day with a number of community groups offering programs to those who are free to attend after shift work, very late at night or in the early morning, as well as programs throughout the day. Year-long operation will likely be more wide spread with year-round community involvement.

10. As the citizens become involved in the life of the school in ways appropriate to the community, great potential for education in the broadest sense will be realized. The community school will lead educationally to a fulfillment not approached since the school formed the hub of each pioneer community.

APPENDIX A

Sample Board Policies

In the fall of 1970, the Youth and Recreation Branch of the Department of Education circulated to many Ontario School Boards a questionnaire entitled Community Use of Schools Questionnaire. The material collected is to be analyzed and presented in a later report.

The Task Force on Community Involvement in Schools has examined these completed questionnaires. The conclusions drawn from these are listed below and illustrations are included when appropriate.

1. Most school boards in Ontario have reviewed their policies on the use of the schools by the community.
2. The majority of school boards polled have developed written statements about their policy for the community use of schools.

Example 1

Community Relations

(a) It is the belief of this Board that schools belong to the community and the citizens of _____

(b) It is the policy of this Board that the use of schools by the community for activities of an educational or cultural nature are for the good of the community and are encouraged by the Board. Every effort shall be made to preclude the possibility of any conflict between out of school activities and the regular school program, but it must be clear to all employees that the use of schools by a community for cultural and educational purposes is an integral part of the Board's policy.

Example 2

Use of Schools Policy

It is the intent of this school board to make the buildings and grounds under their jurisdiction available to the public for use by responsible groups providing that this does not interfere with school programs.

Example 3

Policy Statement - Use of Schools by Outside Groups

Whereas the _____County Board of Education has interpreted the wishes of the citizens of _____ County to favour the use of schools for community activities, it shall be the policy of this Board to encourage the use of school facilities by outside groups subject to the following provisions:

- The primary function of school facilities is for educational purposes and the use of such facilities by an outside group shall be secondary to the primary function and shall not interfere with nor restrict school or school sponsored activities.
- Outside groups eligible to request the use of school facilities shall be classified according to function and objective within defined categories.

Example 4

Use of Schools by Outside Organizations

It shall be the policy of this Board to encourage the wide use of school facilities by the community. Costs incurred for community purpose should be borne by the Board, having care that facilities are used properly.

Example 5

Policy for Use of School Buildings

In accordance with the Schools Administration Act, the _____County Roman Catholic Separate School Board, may make available school buildings and premises for any educational or lawful purpose which it may deem proper, provided that it does not interfere with the proper conduct of the school.

3. School boards restrict the activities to be engaged in, and the hours that the schools are available.

Example 1

USE OF SCHOOL FACILITIES - GENERAL CONDITIONS AND REGULATIONS

A. School facilities shall not be used for dances sponsored by profit-making organizations.

B. School facilities may not be used for gambling purposes.

C. An employee of the Board shall be on duty at all times while the school facilities are being used by outside groups.

D. Youth groups using school facilities must be supervised at all times by competent, mature adults.

E. Running shoes must be worn in a gymnasium or general purpose room when it is used for athletic activities.

F. School property or facilities must not be disturbed in any way.

G. Organizations using school facilities shall be responsible for damage, loss or theft of school equipment or property.

H. School equipment is not to be used by outside organizations without special permission authorized by the Principal.

I. Pianos are not to be moved from one elevation to another without permission from the Principal in which case it shall be moved under supervision of a Board employee or by professional movers at the expense of the renting parties concerned.

J. Public address systems, stage lighting systems and other complicated school equipment used by outside organizations must be operated by Board employees and their services paid for by the organization renting.

K. Alcoholic beverages or other stimulants shall not be sold, served, distributed or consumed on school property.

L. Smoking shall not be permitted except in authorized areas.

M. All exits must be kept free from obstruction.

N. Facilities can only be used for the purpose for which they were assigned.

O. Parking shall be restricted to authorized areas.

P. No storage space is granted to outside organizations, except with the permission of the Principal concerned.

Q. Activities must be confined to the facilities, times and dates stated on the permit.

T. The sponsor and/or agents shall be in no manner pledge the credit of the _____County Board of Education and shall protect, indemnify, and save harmless the Board, its employees or agents from all claims that may arise out of the use of buildings by the permit holder. The permit holder is required to protect the Board, its employees or agents against damage, infringement of royalty rights, ASCAP charges, slander, sedition and subversion which may occur as a result of public performances or speeches.

U. The applicant shall agree that the permit may be revoked or cancelled by the Board or the applicant at any time with or without cause, and that in the event of such cancellation there shall be no claim or right to damages or reimbursement on account of any loss, damage, or expense incurred by the applicant.

V. USE OF KITCHEN

The use of kitchen equipment must be approved by the Principal or Kitchen Supervisor. The school's kitchen supervisor or delegated Board employee is to have jurisdiction over the kitchen use. Garbage disposal is the responsibility of the rental party in cooperation with the custodians. Damage or breakage is the responsibility of the rental party. This includes other areas available and/or used. Children are forbidden in the kitchen area. Only authorized workers and/or helpers are permitted.

W. Board officials have the right to refuse rental of school facilities to any organization if, in their opinion, there is any doubt about the applicant fulfilling the terms of the agreement or application form.

X. The permit is not transferable.

Y. The caretaker or such other employee as the Board may designate shall be at all times in charge of the premises and his instruction must be followed.

Z. The building shall be available only upon presentation of the permit to the caretaker or other board employee designated by the Board.

AA. No advertising in connection with any production is to be displayed on or affixed to any part of the school premises except with the Permission of the Principal.

BB. No admission fee shall be charged by the renting organization for the use of any school property unless particulars are set out in the permit.

CC. All tables, trestles, dishes etc. brought in by the applicant for temporary use must be removed without delay unless permission is given by the Principal.

DD. The types of stage sets constructed by dramatic groups and attachments in the auditorium and foyer shall be subject to the approval of the Assistant Buildings and Maintenance Supervisor and/or the school Principal.

EE. It is also required re: any theatrical performances being sponsored by a school or outside organization:

(a) That no inflammable objects be used for any purpose, or brought on to the property in connection with such performances.

(b) That all decorations be of a non-inflammable material, or treated with a flame retardent.

(c) That all props, displays or other matters used on stage, in the wings, in prop areas or elsewhere in the building do not block or hinder exitways.

Example 2

ADMINISTRATIVE PROCEDURE
RE
USE OF SCHOOL FACILITIES - GENERAL

1. GENERAL CONDITIONS

(a) Subject to the approval of the Principal in each instance, portions of _____ County schools may be used by responsible groups and organizations for educational purposes; for community services; for community social functions; with preference being given in the following order of priority:

1. Children of the school system.
2. Parent/Teacher Organizations.
3. Organizations sponsoring meetings, lectures and the like, in the public interest.
4. Other organizations wishing to use the facilities for private or semi-private gatherings.

(b) No organization shall be granted the use of any school facility for a meeting or activity which will seriously interfere with the regular work of the school either inside or outside of school hours; or with the maintenance or renovation program. Use of school facilities during vacation periods will be conditional upon the requirements to service buildings in each instance.

(c) The school Principal at his discretion, and in accordance with the Board's rules and regulations contained herein, may permit adult community groups to use school facilities without caretaking service and provide for the opening and closing of the school building.

(d) The senior official of the organization using school facilities shall be responsible for the conduct and supervision of all persons admitted to the school building and shall ensure that all regulations contained herein are strictly observed.

(e) Nothing of an inflammatory, discriminatory or contentious nature will be permitted in the buildings.

(f) Alcoholic beverages, lotteries and gambling are not allowed.

(g) Smoking will be permitted only in areas designated by the Principal.

(h) The Board will not be responsible for personal injury or damage, or for the loss or theft of any articles of clothing, property or equipment of the applicant or anyone attending on the invitation of the applicant.

(i) Rubber soled shoes must be worn in gymnasia and general purpose rooms when used for athletic activities.

(j) Projectors and/or public address system may be used without additional charge when -

  (i) such equipment is used within the building to which it is assigned; and

  (ii) the school Principal is satisfied that a competent operator will operate the equipment.

(k) Where the Board and/or a student organization has installed theatre lights, electric scoreboards and other technical equipment that, in the opinion of the Principal, is susceptible to damage when operated by an unskilled person, the Principal will provide an operator and the organization using such equipment shall pay the necessary fee to the operator over and above any fee charged for use of school facilities.

(l) Food service may be supplied in secondary school cafeterias through direct arrangement with the cafeteria operator. Kitchens in secondary school cafeterias are not available for use by personnel of the organization using the school facilities.

(m) No extra charge is made for use of elementary school kitchens, but prior arrangements for their use must be made with the Principal.

(n) Pianos may not be moved from one level to another - i.e., from stage to floor level, except under the supervision of school personnel designated by the Principal.

(o) Applications from groups of a partisan or sectarian nature may be referred to the Board for consideration.

(p) It is the responsibility of the Principal to report to the Director of Education any infraction of these regulations or dissatisfaction with the condition in which the premises are left by an organization.

4. Fees for use are established by most of the school boards according to the nature of the group, the activity that is being sponsored and the facilities being used.

Example 1

Cost of Facilities

1. At the discretion of the Principal, school facilities will be free to all non-profit community groups, except where the use of a caretaker on overtime is essential, in which case the Principal will decide which groups can afford to pay for all or part of the caretaker's overtime allowance, and make such assessment of fee.

2. At the discretion of the Principal, the caretaker's overtime allowance will be charged for community groups using school facilities for profit making, except where the profit is such that it would be insufficient to pay the caretaker's overtime allowance, in which case the Principal will determine what portion, if any, of the caretaker's overtime allowance shall be payable.

Use of School Facilities Regulations

3. Where facilities are requested by individuals or by non-community groups for profit-making activities, the Principal will charge the following fees:

(1) Secondary Schools

Auditorium Cafetorium, Gymnasium	-	Min. 3 hrs. - $10.00 over 3 hrs. - $ 1.00 per hr. plus Caretaker's Charges.
Cafeteria	-	Min. 3 hrs. - $ 5.00 over 3 hrs. - $ 1.00 per hr. plus Caretaker's Charges.
Kitchen	-	Min. 3 hrs. - $ 3.00
Cafeteria (when not used in addition to above)	-	$ 5.00
Lecture Rooms	-	$ 5.00
Classrooms in addition to above	-	$ 2.00 each
Classrooms each	-	Min. 3 hrs. - $ 3.00 over 3 hrs. - $ 1.00 per hr. plus Caretaker's Charges.
Caretaker's Charges	-	According to their Agreement
Cafeteria Operator	-	$ 2.00 per hr.
Parking Attendants	-	$ 3.25 per hr.
P.A. and Operator	-	$ 1.50 per hr.
Lights and Operator	-	$ 1.50 per hr.
Projector and Operator	-	$ 5.00 for projector to be operated by Board personnel.
Cloakroom Attendants	-	$ 1.50 per hr.
Gymnastic Equipment (Dept. of Recreation)	-	$ 2.00 per hr. apparatus.

(2) Elementary Schools

General Purpose Room or Single Gymnasium	-	Min. 3 hrs. - $ 5.00 Over 3 hrs. - $ 1.00 per hr. plus Caretaker's Charges.
Classrooms in addition to above	-	$ 1.00 each
Classrooms each	-	Min. 3 hrs. - $ 3.00 Over 3 hrs. - $ 1.00 per hr. plus Caretaker's Charges.
Caretaker's Charges	-	According to their Agreement.

Example 2

Fees shall be payable as follows and as detailed in the Regulations hereto.

Category 1: Free

Category 2: A Minimal fee based on length of time and type of rooms used.

Category 3: A fee based on length of time and type of rooms used but in excess of fee for Category 2.

Category 4: A fee based on length of time and type of rooms used but in excess of fee for Category 3.

Equipment Fee: A fee related to the requirement for chairs, tables and other equipment and applicable to Categories 2, 3, 4 as follows:
Where an activity requires the setting-up and putting-away of chairs, tables or other equipment the fee for this special service shall be determined by the school Principal according to his estimate of custodial overtime required. Payment for such overtime may be reduced or eliminated in cases where the applicant makes arrangements for his own members to perform this work under the supervision of the school custodian.

Fee Schedule - Use of Schools by Outside Groups

Category 1 Free

Category 2 Basic Usage:

Auditorium or Gymnasium:	Minimum Fee (3 hours or less) - $10.00 plus $3.00 for each hour or part hour in excess of first 3 hours.
Double Gymnasium:	Minimum Fee (3 hours or less) - $15.00 plus $3.00 for each hour or part hour in excess of first 3 hours.
Cafeteria:	Minimum Fee (3 hours or less) - $5.00 plus $3.00 for each hour or part hour in excess of first 3 hours.
Classroom:	$3.00

Associated Usage:

Cafeteria, Kitchen, Classroom:	(when used in conjunction with auditorium or gymnasium) - $3.00.
Kitchen, Classroom:	(when used in conjunction with cafeteria) - $3.00.

Category 3 Basic Usage:

Auditorium or Gymnasium:	Minimum Fee (3 hours or less) - $20.00 plus $5.00 for each hour or part hour in excess of first 3 hours.
Double Gymnasium:	Minimum Fee (3 hours or less) - $30.00 plus $5.00 for each hour or part hour in excess of first 3 hours.
Cafeteria:	Minimum Fee (3 hours or less) - $10.00 plus $3.00 for each hour or part hour in excess of first 3 hours.

Classroom: $5.00

Associated Usage:

Cafeteria, Kitchen, Classroom: (when used in conjunction with auditorium or gymnasium) - $5.00.

Kitchen, Classroom: (when used in conjunction with cafeteria) - $5.00.

Category 4 Basic Usage:

Auditorium or Gymnasium: Minimum Fee (3 hours or less) - $100.00 plus $25.00 for each hour or part hour in excess of first 3 hours.

Double Gymnasium: Minimum Fee (3 hours or less) - $150.00 plus $25.00 for each hour or part hour in excess of first 3 hours.

Cafeteria: Minimum Fee (3 hours or less) - $50.00 plus $15.00 for each hour or part hour in excess of first 3 hours.

Classroom: $25.00

Associated Usage:

Cafeteria, Kitchen, Classroom: (when used in conjunction with auditorium or gymnasium) - $25.00

Kitchen, Classroom: (when used in conjunction with cafeteria) - $25.00

Rehearsals Category 2 - $ 3.00

Category 3 - $ 5.00

Category 4 - $25.00

5. Procedures are established by each board for the granting of permissions or permits for the use of schools.

Example 1

Application for permit

(a) All applications for a permit will be made to the Principal of the school.

(b) If for any reason, the Principal refuses a request he shall forward to the Superintendent his reasons, which may be either upheld or changed.

(c) It is the responsibility of the Principal to report to the Superintendent any infraction of these regulations.

Example 2

Rules and Regulations Governing the Use of Schools

15. The authority to rent school buildings shall rest with the Business Administrator. The Business Administrator may at any time refer out of the ordinary rental requests to the Board for approval. All rental requests must be in writing. A schedule of rates shall apply.

16. Permits for use of schools will be available in each school. When a permit is approved by the Business Administrator, a copy will be forwarded to the principal, caretaker and organization.

Permits should be applied for at least one week prior to date of use.

Example 3

Administrative Regulations

1. All requests for use of school playgrounds by organizations must be made in writing to the Principal in order to avoid duplication.

2. Requests will be handled on a "first come first served" basis.

In summary, the questionnaires completed by school boards show that,

1. most school boards in Ontario have reviewed, their policies on the use of schools by the community;
2. the majority of school boards polled have developed written statements about their policy for the community use of schools;
3. school boards restrict the activities to be engaged in and the hours that the schools are available.
4. fees for use are established by most of the school boards according to the nature of the group, the activity that is being sponsored and the facilities used.
5. procedures are established by each board for the granting of permissions or permits for the use of schools.

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Associations

National Community School Education Association,
1017 Avon Street, Flint, Michigan 48503.

The Community School Workshop of Toronto,
229 Brunswick Avenue, Toronto.

(929-0427)

The Year-Round Use of Schools

January 25, 1972

Historical resumé of major reasons for interest in a re-scheduling of the school year.

For many years consideration has been given by school officials in the United States, and in recent years in Canada, to an all-year or extended year for elementary and secondary schools, as a possible means of adjusting vastly increasing pupil needs to the relatively decreasing educational resources. Between 1924 and 1953 thirteen school systems in the United States were using some variation of the rotating four-quarter plan which divides the school year into four twelve-week quarters. More recently other jurisdictions, such as Atlanta, Georgia, and Valley View, Illinois, have adopted variations of this plan. In the current educational climate, interest in adaptations of the year-round or extended use of schools continues to burgeon in the United States and in Canada.

A number of reasons are advanced by proponents of plans for rescheduling the school year:

1. The economy objective is most frequently quoted as the most important initiating factor in the studies and consequent implementation of year-round utilization of school facilities. It is argued that significant savings could be made by better or fuller use of existing accommodation as opposed to the building of new facilities to cope with increasing enrolments.
2. Improvement in teacher status and morale is advanced as an important argument supporting longer, reorganized school years. Full-year contracts would obviate the need for teachers to seek other employment. Some rescheduled school-year plans give teachers more time for in-service involvement in truly professional activities such as individual instruction, curriculum revision and teaching preparation.
3. The improvement and enrichment of education for all pupils is another motivating factor. Supporters

claim that most plans can provide not only better basic programs but also increased opportunity for enrichment, remedial services, and additional classroom time, including periods for needed individual instruction and for related curriculum revision. Some maintain that as a result of the continuing knowledge explosion, the increasing demands made upon the school population necessitate a longer school year.

4. Increased emphasis upon pupil acceleration is another consideration in view of the increased rate of maturation of today's students. The advantage of graduating a year earlier under the rescheduled plans, however, is hotly debated.

5. The need for improved summer programs was established early in the argument for a longer school year or for the year-round operation of schools. To keep students off the streets during the summer vacation, to use productively so-called "wasted" time, and to reduce juvenile delinquency are some of the compelling arguments quoted by proponents of the rescheduled school year. The many extended school year plans may be grouped into four broad categories.

1. Term Rotation Plans

Term Rotation Plans provide for year-round use of facilities and personnel. The best known are the CONTINUOUS FOUR QUARTER PLANS which fall into two categories: compulsory and non-compulsory. A non-compulsory or voluntary program is in operation in the secondary schools of Atlanta, Georgia, a city of 500,000, where the secondary school year is divided into four quarters of approximately 60 days each. One quarter is optional for both students and teachers. Free tuition is provided by the Atlanta Board of Education since the State gives no financial support for the four or summer quarter.

The basic reason for the initiation of this plan was the

need for a complete revision of curriculum in Atlanta schools. Committees classified pupil characteristics into many varied groups with regard to sequence, age and achievement level, reading ability, vocational and academic goals, and other approaches related to an understanding of varying learning styles. These characteristics were grouped into broader classifications, and appropriate concepts in each subject area were expanded. As a result, some 800 courses were organized, completely or partially, to provide flexibiltiy through the provisions of the maximum number of non-sequential courses. In 1971, 36% of the Atlanta students enrolled in the fourth or summer quarter. The operation of the rotating four-quarter plan may be seen clearly in the chart below.

Attendance Quarters

Pupil Group	Fall	Winter	Spring	Summer
Group A	Vacation	School	School	School
Group B	School	Vacation	School	School
Group C	School	School	Vacation	School
Group D	School	School	School	Vacation

Some of the advantages and disadvantages of the Four Quarter or Full Year Plan may be summarized as follows:

Advantages:

(a) A wide variety of curriculum options is available for pupils.

(b) The school plant, equipment, and personnel are not idle for one quarter of the year.

(c) There are fewer drop-outs.

(d) A few students graduate a year earlier.

(e) A student may lighten his load if necessary by taking the fourth or summer quarter.

(f) The student summer work force is decreased by the summer school operation.

(g) The pupil who is absent for an extended period may enroll in the quarter(s) missed, instead of an entire semester or year.

(h) A number of teachers may work all four quarters if they wish.

Disadvantages:

(a) The cost of operating a rotating four-quarter system is greater than the cost of operating a ten-month school year.

(b) Since most students attend for three quarter periods, they receive less schooling per year - approximately 180 days - and have one long three months vacation.

(c) In many regions the air-conditioning required for summer periods would be costly.

(d) Pupil transfers from schools that have a different type of scheduling are rather difficult.

(e) A long vacation during the winter or spring is difficult to mandate since family vacation patterns may be disrupted.

(f) Maintenance costs increase since the plant is in study use. If maintenance must be done at night to avoid disturbing school sessions, overtime pay would add to the costs.

(g) The burden on administration and supervision is greatly increased, and additional staff be be required to handle quarterly scheduling, enrolment, and other administrative matters.

(h) Students who graduate at 17 years of age in Atlanta are not eligible for admission to college.

The Valley View 45-15 Continuous School Year Plan

Several districts in the United States have introduced variations of the four quarter concept in order to attempt to overcome its economic disadvantages. The Valley View plan is compulsory for all the children of the district. It has been in operation for K-8 pupils since June 1970 and will be introduced into the high school system in July 1972.

In 1968 the citizens and educational authorities in the 41½ square mile Valley View School District 96 were faced with a serious problem. Located about 30 miles from Chicago, this rapidly growing school area saw a student population expanding from 89 pupils in 1953 to 7,000 in grades K-8, in 1971, with a secondary level enrolment of 3,000. This population crisis was coupled in that year with the fact that the residents of the district had taxed themselves to the legal limit for building construction and no further building could be undertaken.

Three alternatives presented themselves: to put pupils and teachers on a double shift; to place 50-60 students in each classroom; or to reschedule the school calendar. The first two alternatives were rejected by the community and the board, and the 45-15 continuous school year plan was conceived to fit the needs of the community.

The plan is essentially a scheduling system. All of the students of the district are placed in one of four groups called tracks, depending upon geographical location. The students are divided into 4 groups or tracks of which 3 are in class and one on vacation at any given time. Each student attends for 9 weeks or 45 school days and then has a 3 week (15 day) vacation. This program is repeated all year in rotating shifts. No pupil is scheduled for school attendance for more than 180 days but the school is in operation 240 days. The scheduling pattern includes legal holidays, one week at Christmas, one week at Easter and a short summer vacation of 7-11 days for all teachers and pupils, during which times maintenance may be done on schools and buses.

For Valley View District the utilization of school buildings during additional days in the year and the staggered attendance has gained one-third more usable classroom space, or the equivalent of 80 additional fully-equipped classrooms.

Are there advantages? Educators at Valley View claim positive results in a marked reduction in loss of academic knowledge in the students in comparison with the loss over the traditional summer vacation. It is hoped that there will be, in the long run, a rise in overall academic achievement; however this is not yet evident as evaluation of the plan is just under way. Only 7-10% of students from this community go on to university. Based upon a preliminary evaluation of the plan for 300 pupils in grades 4,5,6, and teachers, the following conclusions by the evaluators are presented:

(a) the teachers in these grades have not become irritated or tired by working under the 45-15 plan. Many negotiate contracts beyond the 180 day minimum and some for the full 240 days;

(b) the students have not changed in their emotional attitudes towards the school;

(c) the plan provides, however, only 180 or fewer days of instruction;

(d) a minimum enrolment is required and attendance terms are mandatory.

A Texas House Bill has been enacted recently directing that a reorganized curriculum be distributed based on the operation of schools on a quarter basis for the 1972-73 school year. Although a reorganized curriculum is mandatory, students are required to attend 3 of the 4 quarters, as in Atlanta, and the fourth quarter will also be financially supported at the option of the local district from local taxes, fees, and grants.

Extended School Year Plans

One of the many extended school year plans the Continuous Progress Plan proposes an extended school year in which pupils complete one year's work in the traditional time and spend the remaining time of the extended year on the next year's work.

The length of the extended school year will be determined by the number of grades to be considered in the plan and the number of years over which one year of schooling is to be saved.

The following chart shows how a British Columbia study suggests that 8 years (k-7) could be reduced to seven without loss of instructional time. Traditional Christmas and Easter holidays and a shortened summer vacation are provided. Commack, New York, implemented this type of plan in 1964. It will be understood that if acceleration is effected at the elementary level, the secondary schools must have sufficient facilities and staff to cope with the additional number of pupils leaving elementary schools during the years of adjustment.

Student Acceleration Plans

Acceleration plans include the quadrimester (four term), the trimester (three term) modified summer school, in addition to the extended Continuous Progress Plan.

Under the quadrimester plan pupils attend school during an extended year of from 200-225 days which enables average or above-average students to complete 5 years of school in 4 longer school years. Such plans recommend a short break between terms, a four-week summer vacation, and the usual Christmas and Easter vacation periods.

The Multiple Trails Approach

This approach to the extended school year involves a somewhat complicated modular scheduling method and is limited for obvious reasons to use in the secondary school. The school year is eleven months long, 210 school days, with a one-month summer vacation and the traditional winter and spring vacation periods. The student day is rescheduled in terms of time modules based on 15, 16, 17, or 18 minutes duration. This means that classes meet less often for varying lengths of time, compared to the usual 40-minute rotary approach.

The Multiple Trails approach may achieve both educational and economic goals, with or without acceleration of student progress. For varying advantages the plan can be implemented in four stages. One of its appealing features is that implementation of its first stage can result in an immediate release of 25% of available classroom space, as well as release of substantial proportions of learning (pupil) time, and instructional (teacher) time. This aspect involves a concept referred to in the plan as 'E' time. This is a term used to indicate time and space for enrichment, remedial, and other courses or activities made available by shortening modules of instruction.

Another advantage mentioned by those who espouse the Multiple Trails concept, in addition, to the economic advantages already mentioned, includes the requirement for curriculum revision and improved, imaginative teaching procedures, although some may see this as a disadvantage because of the cost and time involved.

The chart included outlines the four stages and variations of the Multiple Trails Plan. Although complicated some American educators consider these plans to have the most potential of all the rescheduled school year approaches. It is not likely that they will be adopted, or adapted, however, until the staff concerned has received sufficient in-service training to make use of the potential in the Plan.

Canada

A number of provinces in Canada have studied the possibilities of year-round schools although the summer school pattern has been the most popular. Educational jurisdictions in British Columbia, Saskatchewan, Alberta, and Ontario have been most active in studying new schedules.

Ontario

In Ontario, consideration has been given to year-round schools by a number of boards. Across the province, schools can be found which are on a half credit semester (7 schools). Some (8)

have full credit semesters. Others (6) have one-third credit trimesters. However, each school is "in operation" during the same total number of days as is outlined in the provincial regulations. A typical pattern for a semestered school is -

Semester #1	Sept. 4 - Jan. 24)	(7-9 credits)	20 wks.
Semester #2	Jan. 24 - June 30)		20 wks.
Summer School	July 4 - Aug. 11	(1 credit 4hr/day)	6 wks.

The typical operation for a trimester school follows the pattern -

Trimester #1	Sept. 7 to Dec. 3
Trimester #2	Dec. 6 to March 17
Trimester #3	March 27 to June 16
Summer School	July 4 - Aug. 11

One board in a large metropolitan area in Ontario has given serious study to a year-round plan for its high schools (and feeder schools) as a long range possibility. The time pattern is as follows:

Term	Dates	School Days	No. of Credits Available (110 hr each)
I	Aug. 26 - Dec. 17	80	$3\frac{1}{2}$ (or 7 half credits)
II	Jan. 3 - Feb. 25	40	2 (or 4 half credits)
III	March 6 - June 28	80	$3\frac{1}{2}$ (or 7 half credits)
IV	July 4 - Aug. 25	40	2 (or 4 half credits)

This plan is unique in having two equal long terms and two equal short terms. It provides a reasonable length of time for summer vacation and also for a winter vacation that would not be too long during our cold weather. Proponents of this plan feel that it gives the greatest amount of flexibility for students to accelerate or to leave school for varying periods for travel, work or vacation. It also provides strong motivation for daily attendance as each day in a short term is academically concentrated.

Alberta

The Alberta Department of Education along with the Alberta

Teachers' Association and the Alberta School Trustees' Association has been studying the year-round school since 1968. They favour a two-semester system plus a ½ semester summer course all tied into the university schedule. A suggested plan for this scheme is -

Semester #1 - to begin early August and end just before Christmas.
Semester #2 - to begin early January and finish around the end of May.
The Summer Session - to begin early June and end late July.

In 1968-69 Winston Churchill High School in Lethbridge followed a similar plan starting on August 12 and finishing May 30. Over half of the Alberta high schools are on a semester system of some kind although very few divide the year at the Christmas break (which the study committee considers to be highly desirable;) or they have extensive summer school programs.

British Columbia

The Victoria School Board and the Delta School Board have been investigating the feasibility of rescheduling the school year for better utilization of buildings and personnel and have surveyed the community for the reaction of teachers, parents, and people in business and industry. The only programs undertaken as yet, however, are summer school programs.

Costs

The question of costs related to the year-round use of schools may be conveniently divided into two parts. (1) capital costs and (2) operating costs.

(1) Capital Costs

It must be remembered that the first result of plans involving year round use of school buildings is the avoidance of building some new schools. The extension of use of a school building from 180 days to 240 days provides an additional 33-1/3% classroom space that need not be built. This is a direct saving in initial capital construction costs, plus the further substantial savings in eliminating debt financing charges over a long period of time.

In a school jurisdiction facing a continuous enrolment expansion the economy here is significant. However, there are a number of offsetting factors.

School buildings in use all year must be air-conditioned, not only in the learning spaces but virtually throughout. This could result in a rather substantial increase in the first cost of a new school. More serious would be the necessity to air-condition existing schools - some perhaps very old schools. In a school system that has a relatively static student enrolment, with most of its schools already built, the renovation and alternation costs related to air cooling needs in the year-round use concept may indeed be prohibitive. Cost studies in great depth would be most essential.

Aside from the factor described above there does not appear to be any apparent need for significant changes in the architecture of school buildings as a result of the introduction of such plans although some districts in the United States have found it necessary to remodel schools to make team teaching possible.

(2) Operating Costs

The year-round use of schools should result in decreased operating costs if it is possible to increase the exposure of students to teachers, to basic resources and to learning materials, or if it is possible to accelerate the progress of students. Unless such a plan can maintain or increase the present student-staff ratio, it is inevitable that the operating costs per pupil will increase because well over half of the educational costs is made up of instructional salaries. If a pupil can complete his education in 12 years rather than in 13 years, all other items of cost remaining constant, there will be a reduction in costs in the long-run.

An examination of each type of expediture incurred by a board results in the following observations regarding the year-round use of schools:

(a) The burden on administration and supervision is greatly increased because of quarterly enrolments, scheduling, graduating and other factors.

(b) Teachers who are required to work 12 months instead of 10 months will demand at least a 20 per cent increase in salaries and unless the staff-student ratio remains constant, the cost per pupil will inevitably increase. On the other hand, the cost of failures will be reduced.

(c) Fewer books and other instructional materials will be required each quarter. However, the savings in this respect will be largely offset by greater use.

(d) In the long-run, since fewer school buildings will be required, there will be a reduction in operating and maintenance costs. Such costs as salaries of custodial staff, insurance premiums, etc. will decrease. Again, savings in this respect will be offset if maintenance is done at night or during weekends where overtime payments are required.

(e) Fewer school buses may be required for pupil transportation but they will be used the year-round and their overhaul may become a problem.

(f) Debt charges on debentures issued to finance the construction of school buildings average approximately 10 per cent of total expenditure in Ontario. A moratorium on the construction of new schools will have an immediate relief on this item of cost. After recent studies concerning "all year school" as noted in Newsletter No. 4, September 1971 "Schoolhouse", Educational Facilities Laboratories, recommend that areas should take into account the increased cost of staffing, the necessary upgrading of school buildings and maintenance programs, and the development of improved recreational programs for out-of-school children before embarking on a year-round schedule.

Summer Schools as Extended School Year Programs:

Summer School Plans have been in common use in Ontario and other provinces and the United States for some time, and were originally self-supporting make-up courses on a fee basis. Later many jurisdictions provided remedial and enrichment courses and more recently credit courses during a more intensive summer session on a non-fee basis.

Increasing provision for summer schools at the secondary school level, although they share a variety of reasons for existence, has the effect of extending the school year, broadening the range of offerings for students, and in many cases of shortening the duration of secondary education.

Summer schools now provide credit courses, recreational and leisure pursuits in sports and crafts, an opportunity to make up courses failed, remedial work for students requiring it, and enrichment or advanced courses not normally offered in the regular school year or which did not fit the program of students during the regular term.

At present, very active summer school programs are in effect in several Ontario centres. In one large metropolitan centre, out of a total secondary school enrolment of approximately 34,000 students, 2,200 attended secondary school during the summer of 1971 for one full credit. 60% were repeating subjects failed; 30% of those enrolled were taking new subjects for advance credit; 10% dropped out of the program. Other students took part in enrichment and interest programs, making a total of about 40% engaged in at least one summer course. In another metropolitan area 10% of the 2,100 students enrolled took advancement credits. These schools operate a four-hour day for six weeks.

Most summer courses are offered to students on a voluntary basis, although they may be mandated for students who have not received credit in some courses or who may require remedial tuition. In Ontario, the cost of summer school is financed in much the same way as night school. Some long-term economies are effected through the removal of the necessity of repeating courses for

which credit has not been received.

Summer schools increase educational opportunity for students, enabling them to reach ahead or to catch up. In addition they offer guided leisure during the summer, and, generally, do not interfere with family summer vacations. Teachers can be employed in their professional art for an extended period with increased income, and still enjoy adequate vacation periods. In addition, the school building is usually only in partial use in summer, permitting regular cleaning and renovation.

Summer schools may have certain disadvantages: the total cost of schooling is initially increased by the cost of providing voluntary summer schools and the relatively small percentage of students involved means that the return on investment may be small. If fees are charged, this can also create a problem for the economically-disadvantaged student.

From an overview, however, summer school is the most common strategem employed by school boards as a means of extending the school year.

Recommendations

from the

School Design Workshop on the

Community Use of Schools

(November 18-20, 1968)

1. To be referred to the Provincial Government.

Recommendation

Consolidate and integrate into one Department the fragmented legislation affecting recreation, e.g. community centre grants.

2. To be referred to the Department of Education

Recommendations

(a) Review the establishment of and the work done by Standing Advisory Committees to create a strong, active, local relationship between the citizens and the school system; add the community use of schools to this area of citizen involvement so that representatives of such agencies as: education, recreation, social planning councils, welfare, libraries and churches, can help to remove the segmented planning of formal and informal leisure education within the system.

(b) Review, study and expand or change legislation, regulations and grants so that:

* community recreation, health and welfare facilities can be included within the school structure without having the approval of the plans held up by the Department
* schools can be open and used 24 hours a day as a community resource centre with operational costs eligible for provincial grants
* more effective assistance can be provided to the community by the school authority for recreation services
* joint planning for the construction of schools is made mandatory between education and recreation authorities

(c) Create and encourage within the school system and environment in which students can prepare themselves for the problems created by leisure time.

(d) Consider calling the school building a Community Education Centre.

3. To be referred to the School Planning Section

Recommendations

(a) Expand advisory services on the community use of schools by providing brochures and sketch plans illustrating how schools may be designed and renovated to become community education and recreation centres.

(b) Encourage the involvement of community agencies and recreation authorities in the planning and renovation of school buildings.

4. To be referred to the Youth and Recreation Branch

(a) Name a representative and authoritative committee to study:

(i) the feasibility of and the advantages and disadvantages for

* amalgamating recreation and education services at the region, county and community level
* placing all activities taking place within the school under the complete jurisdiction of the County or District Board
* vesting school ownership in the municipality

(ii) the methods for creating an environment with the school system in which the students can prepare themselves for the problems created by leisure time.

(iii) the "extra" functions the school could perform for the community in the 1980's.

(iv) existing legislation, regulations and the grant structure to determine the changes required to encourage the optimum use of schools in keeping with present and future community needs

(b) Provide sample agreements, permits and procedures that will be helpful to school and recreation authorities.

(c) Encourage and assist the Department of Education, Metropolitan Board of Education and the Borough Boards of Education to research the coordination of public services provided in public housing projects and in large urban cities, especially those which could be incorporated into school buildings.

5. To be referred to the Ontario Association of Architects

Recommendation

Ontario architectural firms and individual architects who are designing plans for new schools and renovations for old schools should be encouraged:

* to consider the wide range of facilities accommodating recreation, health and welfare services that can be included in the school structure
* to be receptive to new ideas and new approaches for designing schools that meet total community needs
* to plan schools that are versatile, functional resource centres, built to meet the needs of all age groups and the handicapped

6. To be referred to local authorities and agencies

Recommendations

Recognizing that there is great need for cooperation and dialogue among the various agencies and individuals within the community, such as municipal councils, recreation authorities, all institutions and all community groups and organizations, encourage all county or district boards to:

(a) appoint a superintendent of leisure education who would give direction to the leisure-centred subjects in the school curriculum, the informal programs for adults and the community use of schools

(b) name community school directors or community school co-ordinators (not necessarily educators) who would stimulate and facilitate the public use of schools and integrate the community services

offered by health, education, recreation and the social agencies according to the policies stipulated by the board

(c) develop local (community and neighbourhood) associations which will:

* react to and affect Board policy
* relate to individual schools and allow citizen involvement in discussions that affect them
* participate in designing new schools
* assist with the selection of leaders for community activities
* put all publicly-owned facilities to better use to meet specific community needs
* make the school the focus of the neighbourhood and the community
* place more emphasis on the community development approach to mobilizing community resources

(d) organize local study committees (community "leisure councils") representative of both public and private community agencies which will:

* coordinate existing programs and services
* examine, critically, the present administrative structure for education and recreation within the municipality and the community
* study present and future demands for facilities
* prepare an inventory of present and future social, education and recreation needs
* recommend structural changes in existing facilities that will accommodate present demands and make the schools more suitable for community use
* examine "what is really happening" in the municipality, regarding the community use of schools
* develop positive attitudes amongst the administrative and teaching personnel for the community use of schools

(e) plan all future schools in cooperation with local recreation authorities, so that the facilities are:

* based on the school -- park concept and contain play areas for pre-school children and passive areas for oldsters

* build versatile, functional resource centres to meet the needs of all age groups, the family and the total community, regardless of economic or social status or physical handicaps

* plan to accommodate changing community needs

* constructed flexible enough to include teen drop-in centres where the climate is such that all teenagers are attracted to the building.

A Statement

by

The Youth and Recreation Branch

Ontario Department of Education

On

A - Community School Programs

B - Use of School by the Community

C - The Future - Community Education

Plus

Report of the Study Committee on Recreation Services in Ontario

Recommendations from the School Design Workshop on the Community Use of Schools

A - Community School Programs

In Ontario today there is increasing recognition that the school can be, and should be, the centre of community life. Not only should the school provide facilities for community but it should initiate and develop programs that meet the needs of the people and the neighbourhoods in which they live. This concept has been developed effectively in many parts of the province of Ontario with Youth and Recreation Consultants working in close cooperation with boards of education and their employees.

The Youth and Recreation Branch believes that every community needs one facility which can serve as a centre for community affairs, such a centre should be centrally located, accessible to people, and be a symbol to the community. A community centre need not be a distinct separate entity; school even as presently constituted contain most of the elements of a community centre.

The Youth and Recreation Branch believes that a community school program means much more than extended use of school facilities. In the ultimate sense, such a program is one which is designed:

- to increase to knowledge of the community about the school and its services to that community;
- to increase the knowledge of the school about the community and its services to the school;
- to extend the schools services as a cultural resource in the community;
- to encourage greater participation of individuals in the use of the school;
- to encourage the involvement and cooperation of other agencies within the community in use of school resources;
- to enhance a sense of identity among the people of the school community;
- to build a sense of involvement and commitment in the school as a centre of service in the community;
- to enable schools in making greater use of community services.

Seen in this light, such programs are by nature evolutionary. They are not imposed upon communities but are encouraged and allowed to develop according to the interests, needs and insights of the people from these communities. Thus, such activities do not develop along identical lines or according to a time schedule, and their variety and complexity might be as great as the number of schools served, and the degree of interest shown by individuals. Effectively encouraged, the concept of community schools develops over a period of time out of a growing awareness that the school is more than a knowledge factory, or even a hardware facility. It is, or can become, a central cohesive force with a cultural and recreational benefit to all who share it.

It is the opinion of the Youth and Recreation Branch that community school workers should be employed by the school board to work with the community in developing the community structure and determining the activity requirements of the community in using the school building. To meet the demands for these workers, the Youth and Recreation Branch is presently conducting an extension program at Mohawk College for school personnel and others engaged in this work. The Youth and Recreation Branch now has plans that are well advanced for a one year full time training program for community school workers. This training will take the form of limited class work and seminars plus internship with a number of boards of education.

The Youth and Recreation Branch using staff resources and funds available has assisted in developing cooperative community school programs in the following locations:

Thunder Bay
Sault Ste. Marie
Windsor
Owen Sound
Grey County
Waterloo County
St. Catharines
Peterborough
Hastings County
Leeds and Grenville County

In addition to the above, staff resources and advice have been provided to school boards and organizations in many centres throughout Ontario in the development of community school programs. Citizens of this province are increasingly concerned with the school's development as a community education resource.

B - Use of the Schools by the Community

The present policies for community school use in most areas of Ontario provides the use of school by community groups at no charge or a minimum charge for custodial services. One of the chief reasons for limited school use in certain parts of the province is the lack of organizational structure within the neighbourhood or community surrounding the school. It is relatively simple for a school system with an administrative hierarchy and ample staff to deal with the community, but it is most difficult for individuals in the community or neighbourhood to deal with the school system until such time as they have an effective community school organization.

The Youth and Recreation Branch with other branches of the Department of Education has initiated conferences, seminars and workships designed to examine ways of increasing the use of schools by the community. The results indicate that many minicipal recreation departments and other agencies now have excellent cooperative agreements with their school authorities to encourage this type of development. The use of these facilities has permitted a significant increase and participation in community recreation programs and has provided excellent facilities at minimum cost, since community centres and other recreational facilities did not need to be built to serve the needs of the public.

Experience has shown that the elementary school provides adequate facilities for a neighbourhood centre or neighbourhood activities. Secondary schools provide a service function to a larger area where night school classes and many school programs are offered. Gymnasia and other sports facilities are available for recreational activities and competition to serve a number of communities.

Many school boards working cooperatively with recreation authorities have been discouraged at the lack of response to proposals for a variety of recreation facilities within school centres, i.e. swimming pools. We recommend that the present legislation regarding grants towards the construction of school buildings be re-examined to determine the validity of the present restrictions as they apply to recreation facilies in school buildings.

During the summer of 1971, the Youth and Recreation Branch with the cooperation of local boards of education and recreation authorities was able to institute special summer programs for youth in twenty secondary schools in Ontario. In addition to this, many secondary schools were used for a summer of learning experience for young people wishing to pursue educational interests during their summer vacation.

The Youth and Recreation Branch recommends that the select committee on the utilization of educational facilities visit some of the centres in Ontario where community school programs are functioning affectively. We further recommend that consideration be given to an invitation to the boards of education mentioned above to submit a brief or appear before the committee to discuss their program in some detail so that the committee may be guided by what is actually happening in the various areas throughout the Province.

C. The Future - Community Education

We commend those board that have developed a policy to encourage the community use of schools. We have some doubt that this administrative change will result in a high level of citizen participation in school programs. The organizations that use the school buildings do not adequately represent the bulk of the population that could and should be involved.

We know from experience that where people are part of the planning, they are usually part of the program. We suggest to this committee that they investigate the feasibility of community education programs having priority in Ontario schools. Community education is a process that concerns itself with everything that affects the well-being of the citizens within a community. This extends the role of education from the traditional concepts of teaching children to one of identifying the needs, problems and wants of the community and assisting in the development of facilities, programs, staff and leadership towards the end of improving the entire community. The ultimate goal is to develop a process by which members of the community learn to work together to identify problems and seek out solutions to these problems. Where the process exists, the school and the community have an opportunity to help the individual:

- build adequate life goals;
- maintain good health;
- acquire needed vocational and professional skills;
- become effective community leaders;
- get and keep job;
- build appropriate family unity, etc.